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ABSTRACT

A detailed resource management study was conducted at Tennessee State University, and resource management problems at other higher education institutions were identified through the exchange of data and studies. Resource requirements and management problems unique to black institutions were examined, as were the problems that arise from regional accrediting agencies and statewide coordinating bodies' attempts to compare and fund institutions as though they were the same. Methods employed by institutions to demonstrate and document accountability through the use of resource management reviews and studies were also examined. The following areas should be considered in resource management studies and reviews: classification of personnel, student support costs, distribution of clerical support, physical plant allocations, cost effectiveness in academics, space useage, equipment and travel budgeting, policy and procedure manuals, data base management, line of authority communications, management by objectives, grants administration and institutional support. Approximately 150 recommendations are offered. (SW)

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INSTITUTIONAL RESOURCE REQUIREMENTS, MANAGEMENT AND ACCOUNTABILITY

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INSTITUTIONAL RESOURCE REQUIREMENTS, MANAGEMENT AND ACCOUNTABILITY

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The nation's predominantly black colleges and universities are confronted with many of the problems that confront all higher education institutions. Some of these problems include inflation, current or anticipated declining enrollments, decremental budgeting, increased control and demands for accountability by federal, state and governing bodies. However, the predominantly black institutions have always had to cope with special and unique problems ranging from racial discrimination to decades of underfunding and limited resources. In fact, many of the problems of limited finances and shrinking resources currently facing higher education today are similar to the ones encountered by predominantly black institutions from their inception.

Yet, despite at times, what appeared to be insurmountable odds, black higher education thrived and survived, and continues to do so. Even today, while only 30 percent of the black students attending college attend predominantly black colleges and universities, they still produce over 50 percent of the black graduates as well as provide many of the graduates who go on to the graduate and professional schools of predominantly white universities. Despite these remarkable achievements, predominantly black schools continue to have to justify their essence and validity to those who doubt the need for black colleges, and those who question their abilities to manage resources.

The purpose of this paper is to:

1) Identify resource management activities at not only predominantly black colleges and universities but predominantly white institutions as well.

2) Examine resource requirements and resource management problems unique to black institutions, and the problems that they have with regional accrediting agencies, and in the case of state institutions, statewide coordinating bodies, who try to compare and fund institutions as though they were the same.
3) Review methods employed by some institutions to demonstrate and document accountability through the utilization of resource management reviews and studies.
4) Offer recommendations and solutions for resolving current or future resource management problems. Emphases are placed on recommendations and solutions which can be implemented without the use of sophisticated resource allocation utilization models.

This paper is combination of a case study of an institution that was involved in a detailed resource allocation utilization study, and reviews resource management problems at other higher education institutions that were identified via the exchange of data and studies.

PLAN AND PROCEDURE OF THE STUDY

During the initial stages of the resource allocation utilization study, considerable time was spent by top level administrators in determining what was to be examined during a six-month period, and who were to be involved in the study. Various data existed in offices throughout the institution and one of the major tasks was to coordinate the collection of data and studies from various divisions and offices that were to be analyzed.

Initially, a resource allocation utilization committee comprised of the director of Planning, Management and Evaluation & Institutional Research, the budget director the vice president of business affairs and several faculty members from the school of business who were appointed by the president. It soon became apparent the committee lacked the clout to collect the necessary data from various offices. Additionally, problems surfaced from the inability of the committee to reach agreement on what were to be examined and how the analyses would be conducted.

The first committee was eventually disbanded and the President's Council, the executive council of the university, which consisted of the president, five vice presidents, the PME director, the AIDP coordinator, and a special assistant to the president, took on the task of establishing the parameters of conducting a resource allocation and utilization study. It was felt that this committee would have the ability to delegate much of the work to their staffs decisions were made as to the specific areas that would be examined during the six months.

Some of the major areas that were finally agreed upon to be examined were the physical plant, academics, student affairs including athletics and student services, staffing patterns, salaries, budget planning, safety and security, and the purchasing office. Data and studies were also collected from other institutions by the Institutional Research and the Planning, Management and Evaluation Offices.

Frequent meetings were scheduled by the Council in order to discuss the data and studies which had been collected at the divisional levels. During these meetings, data were analyzed, questions were raised, suggestions and recommendations were made by various Council members. As the review process continued, a clear picture began to focus as to how various units, and

the institution as a whole, allocated and utilized resources.

As the result of the resource allocation, a significant number of recommendations emerged. Some of the recommendations could and were implemented immediately. Others involved the future development of long-range strategies for resolving them or needed more detailed analysis. Furthermore, many misconceptions, some which had been accepted even by the administrators, about the insituttions were dispelled during the study. Those involved in the study became more aware of the importance and the continuing need for examining resource management practices at the institution.

Once the study had been completed, a 400-page, resource allocation utilization document was compiled by the PME/Institutional Research director, and a series of meetings were scheduled with academic and non-academic department heads. During the meetings, the president and the PME/Institutional Research director discussed the findings of the study and reviewed the various changes that would be imminent as the result of the study.

The following discussion highlight some of the major findings and recommendations from the 400-page resource allocation utilization document.

PRIMARY AREAS THAT SHOULD BE CONSIDERED IN RESOURCE MANAGEMENT STUDIES AND REVIEWS

Classification of Personnel

Institutions constantly compared themselves or are compared with others. One typical method is to divide analysis of staff into three categories: Faculty, administrators, and clerical and support. An institutional review of staff employing this method showed that while the institution had only 5 percent of its staff classified as administrators, the average of other schools in the system schools was 14 percent; while the clerical support

staff at this institution was the highest (68 percent) compared to a system average of 47 percent. This higher percentage of clerical and support personnel would suggest overstaffing when compared with other schools. However, the problem really was the consequence of misclassification of personnel. Care should be exercised in "apples and oranges" comparisons of schools since institutions are not consistent in their staff classification structure. For example, are football coaches classified as faculty if they hold academic rank and teach, administrators or as support staff? Is an assistant vice president or assistant director considered an administrator? Are department chairperson classified as faculty or as administrators?

Additionally when salary averages were computed on a systemwide basis, the institution's average salaries in both categories (clerical and support, and administrators) were out-of-line (considerable higher) with the others which suggested that they were overpaid. This was the result of high salaried individuals being classified as clerical and support, while relatively few lower salaried positions were in the administrator's category. In salary analyses, this caused an increase in the average salary in both categories. Reclassification and recomputation of the salary average showed that salaries were no higher than those at other schools in the system.

When average salaries for an entire faculty at one institution are computed and compared with other systems schools, the salary average was below the others. Such comparisons can be extremely misleading and can cause considerably consternation among faculty who feel that they are below par in comparison with other schools.

First, it is essential that studies of faculty salaries are conducted by academic rank. If an institution has a relatively young faculty who are generally assistant professors and instructors, this will distort the average

salary figure since there is approximately a $10,000 difference between the average salary of a full professor and that of an assistant professor. An additional analyses of faculty salaries revealed that approximately sixty percent of the faculty in the system were in the upper two ranks (professor and associate professor) while only 40% were in the upper two ranks at the institution conducting the study.

As later will be discussed this percentage has a direct impact on the amount of money in the E & G category of instruction since this category consist primarily of salaries. Additionally, institutions have to beware that if their faculty is a relatively young one, additional funds will have to be increased in future years in the Instruction category since salaries will rise as assistant professor become associate professors, and associate professors become full professors.

Comparisons of faculty salaries are influenced by several other factors including: the number of doctorate holders since their salaries will be higher, the type of academic programs offered since salaries are higher at institutions that offer doctorate programs, and academic programs where faculty command higher salaries, e.g. business and engineering.

Additionally, the number of years that a person has been in a rank can cause salary differentials. For example, a faculty member who has been a full professor for ten years probably will be making more than one who has recently become a full professor.

As the result of equal employment legislature and sex discrimination lawsuits, many institutions generally compare salaries between male and female faculty members and the results can have an impact on distribution of resources if major adjustments are made. It has been observed that some institutions merely examine the differences between male and female salaries without

reviewing underlying assumptions. Difference in female and male faculty salaries are influenced by rank, number of years within rank, discipline, experience, and degree. It is essential that multiple regression analysis be utilized which will statistically control the influence of rank, experience, discipline, degree among others in examining sex-related salary inequities. Otherwise, institutions may find themselves awarding salary adjustments based on erroneous assumptions. For example, during the resource allocation study, differences were noticed in male and female salaries. However, later multiple regression analysis which controlled for about 15 faculty factors showed that salaries were not different and in some areas, the women had better salaries than the men. It was the analysis that revealed the major differences in male and female salaries and while 70 percent of the males had doctorate, only 40 percent of the women had doctorates. Not having doctorate degrees not only resulted in vast salary differentials but also kept women from the upper professional ranks. Failure to document salary differentials through regression analyses can result in costly sex discrimination lawsuits as well as cause low morale among female faculty members.

Finally, there are vast differences within an institution based on disciplines. The salaries for faculty in business and engineering generally higher than those in the social sciences because of the supply and demand factor. Comparison of faculty salaries without considering current market value of faculty because of discipline can lead to salary adjustment demands from other faculty members.

It is essential that institutions beware of merely looking at salary data without controlling for factors which influence a salaries or knowing how much each factor influences salaries. Additionally, institutions should

be careful in making salary comparisons with other institutions without controlling for rank, institutional programs, degree holders, etc.

Student Support Costs

According to the one regional accrediting agency, the average amount of Education and General (E & G) expenditures allocated to the Student Support category is 6.2 percent (level III; 2501-500 enrollment). However, many of the predominantly black insitutions are out of line with this percentage, and generally will be higher which often leads to the suspicion that too much E & G funds are being allocated to Student Services. This category contains many of the service functions that are important to the students at predominantly black institutions and supporting these functions can be somewhat expensive. For example, during a review of data collected relative to an resource allocation/utilization study, it wad discovered that the student health center serviced considerably more students in one year than any other school in the system despite most of the other schools being considerably larger. It was also revealed that many of the students that utilized the Health Center had never had medical care previous to coming to the institution. Many of the students who come from poor background suffer from various health deficiencies that have to be treated.

Furthermore, the financial aids office at predominantly black institutions, because of the larger numbers of students on financial aid, has to have a larger staff to accommodate the volume of business that it conducts. A reveal of similar sized predominantly white institution showed that the number of students applying for or on financial aid could be serviced by only several person staff.

In the area of counseling, black students rely heavily on the various services offered by a comprehensive counseling center and make frequent use

of these services. Additionally, academic counseling which also offers tutorial services and basic skills programs are essential to assist students who come from disadvantaged backgrounds and who have educational deficiencies cope with their academic programs and to stay in school. One of the reasons that predominantly white institutions become revolving doors for some black students is the absence of student support programs that will help them through. Additionally, when some schools started to offer special support programs to minority students, they quickly realized that the costs of these programs were extremely expensive.

Finally, during the resource utilization/allocation study, an examination of data submitted by the placement and career opportunities centers were reviewed and compared with data from other schools. Since it has become fashionable for corporations and other companies to visit recruit black students, larger numbers of them visited the campus each year. In fact, nearly twice as many recruiters came to the school than any other in the system. This phenomona tends to raise the costs of this office in comparison with others.

These examples point out the problems related to comparing Student Service expenditures among institutions. The differences were caused by the dissimilar locations of key offices in Student Support. For example, the marching band is funded in Student Services, academic affairs and in a few cases, the athletic department at various schools. The athletic program is either student services or auxiliary services. Nevertheless the major problem in comparing E & G expenditures is that all institutions are not alike, and certainly, there is a higher cost related to student services because of the heavier reliance by students at some institutions in comparison with others that may offer little student services at all for one reason or another.

Distribution of Clerical Support

A review examination of staffing patterns revealed that inequities existed in the distribution of clerical support staffs. While some departments were obviously overstaffed with clerical support, others were even more apparently understaffed. A commendation was made that the problem be eliminated through the redistribution of clerical personnel through re-assignment, and that the personnel office develop procedures for determining the clerical needs of a department before filling a position. Additionally before an office was permitted to hire a secretary from outside the institution, the position, where possible, was filled by transferring clerical from areas that were overstaffed. This problem resulted in a financial saving as well as increased moral since it was common knowledge throughout the campus that some departments that were overstaffed.

It should be noted that a personnel resource committee was formed comprising of the directors of personnel, budget and affirmative action, the business manager and several faculty members of the school of business. This committee met weekly and reviewed all requests to hire clerical and other support staff. The committee determined if a need existed, and the salary level that should be awarded.

The committee also ensured that new secretaries were hired at entry level salaries and that they meet minimum qualifications since an analysis revealed that secretaries were hired according to what a director had in his budget rather than on qualifications. For example, if a secretary retired after 20 years and was earning $9,500, there was the tendency to hire the next person at the same salary regardless of years of experience.

Finally, the institutions is now implementing a wage administration program for clerical and support and has begun having a freeze on hiring of

personnel from April to July 1. A considerably amount of funds were saved each year through the three month freeze.

Physical Plant Allocations

A study of the physical plant by external consultants showed that the department was understaffed and some staff were underpaid which created serious maintenance deficiencies on campus. In accordance with the consultants' recommendations, a commitment was made to provide additional funds in the next budget cycle to hire additional staff in the physical plant area and to increase the salaries of the current staff.

Historically, predominantly black institutions were generally underfunded, and one of the major areas that his underfunding is reflected in the physical plants. Buildings are usually considerably older than at predominantly white campuses. For example, in a resource management study, a review of the average age of the buildings on the campus as compared with those at other system institutions disclosed that the university had the highest percent of buildings (62%) in the 20-60 year-old category, while the system's next oldest campus facilities had only 22 percent of its buildings in this category.

Since the campus was considerably older compounded with buildings that were built as cheaply as possible with little preventive maintenance, it was recognized that considerable funds would have to be provided by the institution and/or its governing board to cover the high cost of maintaining the physical plant of an older institution.

College Work Study Program

An analysis of the College Work Study Program showed that while 1,500 students were in the program, the accountability processes used to monitor their activities were inadequate. At many of the predominantly black insti-

tutions, College Work Study Students comprise a sizable work force which can be utilized to supplement support staffs throughout the campus. For example, the Work Study students can be of tremendous help to the physical plant in cleaning the dormitories, landscaping, and building maintenance throughout the campus. The resource allocation study showed that in many cases, the services of students were vastly underutilized. Some students and their employees viewed the College Work Study Programs as study at work. Recommendations were made to revise the monitoring process of the program, develop a plan to improve the utilization of College Work Study Students in filling personnel gaps throughout the campus, and that job descriptions be written for all Work Study positions so that students supervisors would have a clearer and uniform understanding of job expectations.

Cost Effectivness in Academics

An examination of academic department costs revealed that, as expected, not all academic programs were cost effective. The primary purpose of the study was to determine specific reasons why some programs were more cost effective than other in order to ascertain whether higher costs were the result of departmental inefficiency in allocating and utilizing resources. Data from an annual academic cost study showed that departments varied in the number of teaching hours assigned to faculty, the number of student credit hours generated per faculty members and in the average class size of various departments. Departments were asked to justify faculty members who were not showed to be carrying a normal full teaching, or equivalencies load which included instruction, public service, research, committee work, etc.

The study showed that there was no consistency in how faculty members were assigned equivalent loads relative to committee assignments, research, and student advising. For example, one department chairperson would not assign

equivalent hours even if a faculty member served on four committees, while another would give three credit equivalent hours for serving on one minor committee. Departments also varied relative to the assignment of hours for student advising. While one department was liberal with awarding equivalent hours, another viewed student advising as a normal part of faculty's instructional responsibility and awarded no hours. Based on the study, it was recognized that there needed to be consistent institutional policies relative to the assigning of equivalent hours for faculty members. It was also noticed that some departments were overstaffed and arbitrarily awarded equivalent hours to faculty members in order that they could have full loads since they did not have enough instructional hours.

Additionally, the study resulted in stricter enforcement of an institutional policy on the minimal number of students necessary for a class to not be cancelled. This resulted in a significant increase in the average class size. For example, in the past, a class with only one of or two students might be continued whereas by enforcing the policy, minimal numbers of students were set for undergraduate courses and graduate courses.

Additionally, another study showed that while the system had a minimum graduation requirement relative to hours, that some academic departments' graduation hours exceeded this number by up to 20 hours. As the result of the study, a program review is underway and departmental graduation hours are being scaled down to the minimum hours. While some programs are required by accrediting associations to have certain number of graduation hours, excess hours in some departments were the result of their increasing graduation requirements over a period of time. Oftentimes, the department increased the graduation hours by requiring students to take the additional hours in the department to masquerade overstaffing problems. For example having

students take 17 courses in a department rather than 14 justified the addition of several additional courses or gave faculty members courses who might otherwise not have had enough courses to justify their continued employment in that department.

Further analyses of academic revealed that the institution in the study utilized the lowest percentage of part-time faculty of a school in the system. It was recommended that in the future, more part-time faculty should be utilized. The study also noted that the institution should take advantage of mass lecture instructional techniques. As a cost saving method, many institutions are implementing larg mass lecture course in some survey and introduction courses. For example, one course might have several hundred and even up to 1000 students and are team taught by several faculty members or one faculty member with the assistance of student helpers or part-time faculty.

The salary analysis discussed earlier in this paper concluded that eventually a greater amount of E & G funds would go into the instructional category as junior faculty (majority of the faculty) rose in the academic ranks, their salaries would rise. Careful monitoring would be needed in the future as faculty moved into the upper and their increase in salaries since this movement would represent a significant cost to the institution. Many institutions are only beginning to become painfully aware of their faculty becoming tenured in, and some have now gone to rank and tenure quotas. A well-conceived tenure and promotion program and careful monitoring of this process could prevent the hassles and the embarassment of sudden retrenchment. Several institutions have had success in using prediction models that will predict what precent and at what rank the faculty of each department would be tenured during the next five years.

While significant savings can be realized in the academic areas by implementing some of the policies discussed, it should always be realized that the academic enterprise is the heart of any institution. It is of paramount importance that the bulk of any funds saved through the implementation of the various recommendation be retained in the instructional category and be reallocated to hire faculty needed in other academic areas, for departmental research grants, academic program development and improvements, and the procurement of needed supplies and equipment in academics. The concern is that if the funds do not remain in academics, there would be no incentive to reduce costs. Furthermore, if funds were taken from academic, the percentage of E & G money being allocated to the instruction category would be reduced to the point of deteriorating the quality of the academic programs which would have dire consequences on the institutions.

Many institutions are developing plans and procedures for phasing out academic programs when necessary. Again, such a sensitive and often controversial move is one that cannot be done haphazardly. At one institution, low producing academic programs were monitored over a period of years, and a phase out program was implemented over a three year period.

During the examination of resource management practices, few institutions have procedures and plans for reviewing academic programs. Through this periodic analysis, problems can be identified and long range programs and solutions can be developed for resolving these problems. For example, departments that are showing signs of declining enrollments could be allocated special funds for recruiting students and developing recruitment brochures. Some of the signs of programs in trouble and can be revealed in a typical program review are:

A. Rising number of courses in a department or school when enrollment is declining.

B. Shifts in student/faculty ratios.

C. Decreases in average class size of a department or school.

D. Decreases in student credit hour productivity per faculty.

E. Declining teaching loads of faculty.

F. Decreases in majors within a department

Space Utilization

Review of space utilization practices can show how facilities, particularily academic classrooms are utilized. For example, is all available space utilized during peak hours? Additionally, in several studies, one of several very subtle problems surfaced. In the past some academic departments possessed their own buildings or territories, therefore, controlled classroom space that they used. As new programs are added to a schools' academic offering, they often do not have space of their own, and usually have to get classroom space from other departments, especially those that have their own buildings. The new programs often have to take space available at non-peak hours (early mornings and late afternoons) because they are unable to get classroom spaces during peak hours. On the other hand, many of the older departments may have declining enrollments but are hoarding "prime-time" space usually because faculty members tend to want to teach at during "prime" time" hours. Such actions can deter the development of new programs that do have enough classroom space to teach the courses that they could or need, or they have to offer courses at unattractive hours. Reviews should be conducted to ensure that such inequities, especially when department schedule their classrooms, do not exist.

Finally, during the summer school session, it is not necessary that when enrollment is usually cut in half to utilize all building, and all classroom facilities when enrollment has been cut in half. Some schools make significant cost savings by offering courses in only a few buildings while cleaning the others and locking the classrooms for the summer. By doing this, the classrooms have to be cleaned only once during the summer, and the janitorial staff that normally has to clean these facilities can be utilized in cleaning in other areas of the campus. These buildings are still open for faculty offices, and non-classroom departmental activities.

In another resource management review, it was noted that in the summer, many areas are overstaffed. For example, many academic departments offer a minimum of courses in the summer and relatively few faculty members are on-campus. The clerical staffs of these departments did nothing during the summer but pick up the mail once a day and take a few calls. By combining departments so that one secretary could work with several departments, and by having calls intercepted by the switchboard so that a person was not needed to answer the phone in the respective departments, clerical staff could be reallocated for the summer to areas that were busy during this time such as admissions and records, financial aids, central stores, etc. Additionally, a secretary pool could be implemented so that this pool could type papers, faculty tests, letters, etc., on an as needed basis.

More drastically, some institutions avoid overstaffing problems in the summer by giving 9 or 10 month contracts to some clerical and support staffs rather than twelve month contracts.

Equipment and Travel Budgeting

A review of the utilization of funds for equipment and travel revealed equipment and travel budgets tend to be funded each year by adding an incre-

mental percentage to the previous year's equipment and travel budgets. A department that has equipment and travel budgets as line items will continue to be funded in these categories. When no justification is required in request funds for equipment and travel or how these funds are expended, some areas treat the line item categories as "slush funds" and will transfer these funds into other budget categories in the year. For example, equipment funds are shifted to the travel budget.

One institution began to fund the equipment and travel categories utilizing zero-based budgeting concepts. Travel and equipment funds were deleted from all departmental budgets as line items. These funds were either allocated to a divisional head (usually a vice president) or in the case of academics, the deans. Unit heads then requested equipment and travel funds from their divisional head, and had to substantiate, in writing , their requests. The vice president and deans prioritize the requests and made the appropriate allocations. The procedure gave deans and vice presidents the opportunity to provide additional equipment funding on a priority basis to areas that really needed the funds. Additionally the justification of travel request alleviated many of the inequities and abuses associated with travel.

It should also be noted that budget officers often overlook the movement of funds as units transfer money from one budget category to another without having to justify the shifting of the funds. Additionally, money institutions often do not do comparative analyses of beginning of the year budgets with end of the year actual expenditures. Such analysis can be extremely revealing in showing appropriated funds were actually spent by budgeted units. Analyses of this type can show that many departments with excess funds or poor budgeting practices will shift funds.

Finally, one school imposes a freeze on hiring and purchases on all but emergency expenditures during the last two or three months of the budget cycle. Such a policy saved approximately $500,00. It also prevented budget heads from making unnecessary and often nebulous purchases during that period in order to spend up any remaining funds that departments might have in fear that they would lose the funds. Another way of preventing unnecessary spending in the last quarter is to permit department to carry their balances into the next year, particularly if they can show justification as to what they plan to do with the unexpended funds.

Policy and Procedure Manuals

Several institutions revealed that they did not have policy and procedure manuals. One of the major consequences of not having these manuals is the absence of written policies and procedures which then are interpreted differently by various people and results in inconsistency of policy interpretation and implementation. In many cases, where broad policies existed, there were no procedures or guidelines for implementing the policies.

It is helpful for institutions to designate one person as the policy coordinator or formulate a policy and procedure committee. This individual or group, which should have a representative from each main major division, can monitor the development of policies and insure that procedures and guidelines are written by the appropriate areas. For example, if a new policy on student advising had been recently developed, this individual or committee would make sure that procedures or guidelines are developed and implemented, ensure that policies are entered into the policy and procedure manual, and that the policy, procedures and guidelines are summarized and communicated to the campus community.

A policy coordinator working with a committee could also review policies to ascertain policies that are obsolete or need revision and then

direct them to the appropriate unit. This committee or individual should not revise or rewrite policies or procedures. Finally, institutions have found that the development of operating procedureal manuals for specific offices such as accounting, research, grants, admissions and records, financial aids, purchasing and auxillary enterprises have been of tremendous help in having written procedures that can be communicated to the campus community and reviewed and revised on a periodic basis. The operating manuals ensures that there will be consistent interpretation and implementation of planning documents outlines not only for those external to the procedures by staff personnel within the office. This manual can vastly reduce discretionary and inconsistent interpretations of procedures as by the staff that is charged with implementing the related policies .

Data Base Management

While institutions vary in the sophistication of the data base systems that they have, consistency and accuracy of data is a major problem for most. Oftentime, various offices generate data and report data to different constituencies. Many of these problems can be alleviated by designating an office such as the office of institutional research as the official data dissemination office for data. While most campuses have such an office, it may not have a handle on all the data. Oftentime, the data that it disseminates is secondary data that has been collected from another offic. However, this office can work with others to decide what data will be official and at what time as well as who will be responsible for collecting it. For example, is financial data sent to agencies throughout the year from the financial statement, the beginning budget, or the revised budget? Predetermination of data sources and identifying official data can alleviate many of the problems of inconsistent data leaving various institutions. Additionally, indicating

the source of the date (e.g., source: 1978-79 institutional financial report report statement) can also alleviate this problem and can be helpful to those in the future that have to review data several years old.

Finally many schools are implementing integrated data base systems in order to ensure that data is consistent in the system. For example, date on one individual may be different in the payroll system, the personnel system and the budgeting system since different offices may have control of managing the data that go into the system. If the system is not integrated, correction of a data element in one system will not automatically rectify another managed by another office. For example, if a person is given a midyear salary adjustment, it might be reflected in payroll, but not in personnel or the budget. In the absence of an integrated data base, improved communication between data users can resolve many of these problems.

Additionally, one institution found it helpful for the vice presidents to develop a list of data and management reports that they felt was essential to have in running the institution and at what point in the year the data or reports were needed. A master list was developed which contained the type of data needed, when the data or reports were needed and the office or person responsible for collecting the data or assembling the reports.

Line of Authority Communications

While many articles and books have been written on effective management communications, it should be pointed out that one of the more common and often overlooked infractions of organizational communications is the problem of staff sidestepping (the end around play) several levels of the organization hierarchy.

Oftentime subordinates will bypass their immediate superior and go to the next level or the next one after that. Eventually for example, a vice

president maight find himself/herself engrossed in management problems that should be resolved several levels downward. Upper level superiors could stop this simply by not entertaining a problem that has bot been discussed with a person's superior first. If the superior has not acted on a problem that should have been resolved at that level then he might wish to ascertain why. The benefits of this practice are: 1) prevents the next level from dealing with day-to-day problems that should be resolved at a lower level and 2) keeps people from automatically bypassing immediate superiors on mundane issues 3) gives the immediate superior the opportunity to deal with a problem.

Of equal importance, the opposite is true as well. Oftentime a vice president for example or a president will bypass one of his/her directors and go immediately to a subordinate to get a task done or ask a request without the director's knowledge. This usually is not deliberate but usually results from an oversight. However, it results in a director not knowing everthing that's going on in his area since someone in his/her area might be working on assignments without the superior's knowledge.

Management by Objectives

It has once been said that Management-by-Objectives would never work at colleges campuses. Yet many schools have been successful in implementing outstanding Management-by-Objectives programs not only for non-academic areas but academic areas as well. Oftentimes it is important to decide what will be the primary purpose of the MBO program since only some aspects of it can be utilized without adopting the entire process.

For example, MBO can be used as a planning devise. Months before the budget cycle begins, divisions can start to develop their major objectives and activities for the following year at the same time that the president's

top level administrators formulate their objectives. The divisional objectives are passed up the hierarchal ladder to the executive officers of the institution. These administrators can then meet to discuss their goals and objectives. During this process, objectives are modified, revised, deleted and added. Additionally, divisions realized that some objectives are interdivisional and have an impact on other or vice versa. These objectives then become common to two or more divisions with one being designated as having primary responsibility for ensuring that the activities are achieved.

The above process is considered a "top-bottom" process since the objectives come from the top administrators and from lower level administrators as well. The objectives are reviewed and activities established, many will have to be funded in the next budget cycle. These institutions goals and activities are then printed and distributed to the campus community as the institutional objectives for the next year. Realizing that no all departmental objectives cannot be institutional objectives, departments then develop their objectives and activities incorporating when and where necessary the institutional objectives. They also develop activities that will achieve the institutional, and performance measures that will ascertain, qualitatively quantitatively, how well the various objectives and activities have been achieved.

It should be noted that the best and most efficient MBO proceses are ones that minimize paper work and high level involvement once the process has begun. The president for example, should be concerned that his vice presidents are achieving the institutional activities and activities, but the vice president should ensure that the activities are developed in their areas for accomplishing their objectives. Vice presidents are also responsible for the achievement of the various departmental objectives of the departments within his or her area, most of which will not be institutional

ones. At the departmental level, the unit head is responsible for the achievement of objectives and activities in that unit though the work will generally be relegated to staff. If a staff person does not achieve the MBO activities assigned to him, then this should be reflected in his evaluation. However, the unit head is also responsible as well.

During the middle of the year, revisions are made in the MBOs and a final report is written at the end of the year which in essence becomes the university's annual report. The major activities of an MBO process should accur at the divisional level and not at the top. Finally, it should be noted that a good MBO process takes approximately 3-5 years of finetuning and revision to gain maximum effectiveness. The process should be reviewed annually.

Grants Administration and Institutional Support

Many of the predominantly black institutions have considerable portion of their money in restricted funds primarily from the federal government. Of major concern to many of these institutions is the impact that restricted funds have on E & G categories, especially institutional support, and the institution as a whole. The management of restricted funds has had a tremendous influence on other services that have to be delivered. For example, a school with a large student financial aid program, which is typical of most of the predominantly black institutions, affects the accounting office, the bursar office, the computer center and the student loan office, etc. These offices incur additional expenditures and need additional staffs in order to monitor and keep track of these funds.

Oftentime, because of the reliance on restricted funds, comparative analyses of predominantly black institutions with white ones will show that institutional support, and as mentioned earlier student support usually have

a higher rate of expenditures based on total E & G expenditures.

Restricted funds, while enabling the institution to expand services to students, expand academic programming, and give faculty the opportunity to participate in research and other public service activities also rose liabilities as well. Many of the grants that the predominantly black institutions get do not generate indirect cost funds for the institution, therefore all of the institutional services necessary to support the activity on restricted funds generally have to be financed through state appropriation in the case of public institutions, and in unrestricted funds for private institutions. For example, one institution had 190 operating accounts in restricted funding some of which exceeded $1,000,000. Expenditures of the funds have to be accounted for which means that a large staff is necessary in the budget office, the accounting office, and the grants administration office. Additionally, programs on restricted grants purchase supplies and equipment which means that a larger staff is needed in the purchasing office. They use computer service which has a cost factor, and in the case of computer center financial aid, this could be a rather substaintial cost. The security office, central stores and receiving, and maintenance staff are all impacted by activities on restricted funds.

Several schools have developed concise procedures for reviewing impact that a pending grant research proposal will have on the institution including the personnel costs, matching funds, replacement funds, etc., and the affect that it will have on other institutional support areas. This is done in the realization that an attractive grant proposal might eventually become an "albatrose" to the institution. Other schools have found that considerable planning and coordination (often involving several offices) are necessary to accommodate some research grants, i.e., lab space, office space, etc.,

which might be very limited on campus or can be realized only at the expense of another program. Additionally in view of numerous institutions recently being charged with mismanagement of federal funds, care has to be taken in developing fiscal management procedures and documentation relative to grants since audits might not be conducted until several years after the grant has expired. Lack of proper documentation and audit trails can cause considerable problems and embarrassment later.

Finally, many institutions do not have adequate plans for phasing out activities whose grants are ending or absorbing personnel associated with these activities. This causes many hardships to the institutions and individuals involved. Oftentimes there are inadequate policies on evaluating work efforts of people on restricted funds. Failure to do so, has embarrassed many institutions when they were audited in future years. Policies and procedures are often nebulous relative to restricted grants or are neglected. For example, should clerical and support personnel have higher salaries on restricted funds than those on unrestricted? Can clerical and support staff "hop" to similar positions on a restricted grant for a higher salary and then return to the unrestricted program at the increased salary on the restricted grant activity that has expired?

Quick Cost Savers

The followings three examples are minor but could result in significant annual cost savings.

1. How many different stationaries exist on the campus? Many schools have standard institutional stationaries which save considerable printing costs as opposed to schools where every department might have a different stationary. Additionally, some departmental stationaries are vain and border on the ludicrous which pose an image problem for the institution.

2. Long distance calls and charges can be reduced by either a person interrupting his/her meeting to take a long distance call or having the person calling to return the call. Many people will not take long distance charges. Callers will usually return calls if a specific time is given as to when to call back.

3. Is there an energy saving program at the institution? Are all lights on in the daytime necessary? Could lower deteriation in lighting. Many institutions have formed committees that are charged with developing cost saving procedures relative to energy and which result in substantial savings.

SUMMARY

Resource allocation and utilization studies have been of tremendous significant benefit to administrators and campus communities relative to understanding how institutional resources are allocated and utilized. Many of the recommendations emmanating from these studies resulted in immediate changes, others examined more extensively, and others call for long range solutions. The periodic studies point to both institutional weakensses as well as strengths.

For predominantly black institutions, who like other institutions are faced with increased and continued scrutiny and limited resources, periodic resource management studies including allocation and utilization of resources, management practices, cost saving methods and evaluation or assessment reviews help these institutions to understand and explain why with specific data and not just rhetoric, why they are different and dispell many of the myths, double standards and misunderstandings that many of the public have about predominantly black institutions, including legislators, community leaders, business people, financial contributors, foundations and alumni; have about predominantly black institutions.

With limited resources, black institutions have done an outstanding and marvelous task of serving as a source of pride and hope for thousands of blacks. While there is the constant need for improvement, these institution and their ability to survive and thrive with these limited resources, can serves as a model for many of areas of higher education who have only recently began to experience the reaumas of diminishing and inadequate finance and resources.